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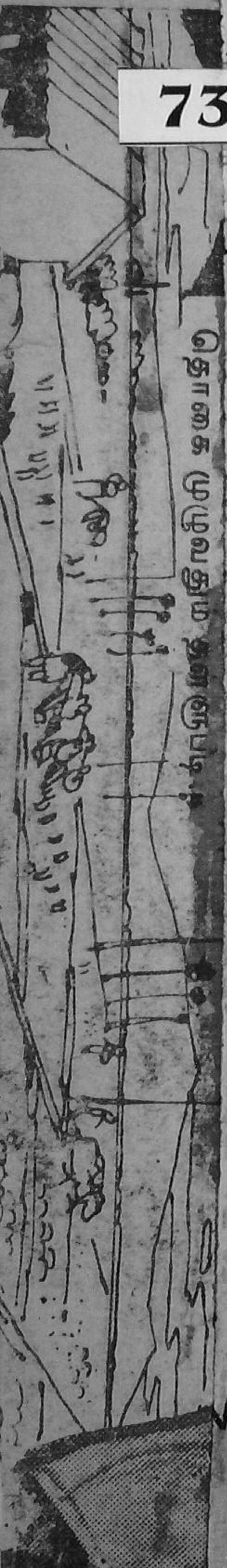

The
ve-Year Plan in India

(AN ADVANCED CRITICAL STUDY)

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Dr. Amba Prasad Gaur,
M. A., M. COM., PH. D., SAHITYARATAN.
Head of the Economics Department
V. S. S. D. College, Kanpur.

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Summary :

1. **Need for planning in India**—*The meaning and evolution of planning, the unbalanced economy, the low level of national income, poverty in the midst of plenty, the general backwardness of the economy.*
2. **Development of the idea of planning**—*It was started by the Socialistic countries, capitalism accepted it after the Great Depression, the Bombay Planners were the poineers, a number of plans followed in quick succession, the National Government appoints the Planning Commission, the objectives of planning are formulated.*
3. **The Five-Year Plan in Brief**—*Published in July 1951, its aims are defined, the plan was revised in 1952 and again in 1953, the total expenditure envisaged is Rs. 2,249 crores, agriculture, irrigation and power, transport, industries and social services indicate order of priorities, need is felt for foreign aid and deficit financing.*
4. **Analysis of the Plan-items**—*Top priority to agriculture, next come irrigation and power projects, the public and private sector of the industry, development of basic, key and defence industries, the plan estimates increase of population by 26 millions in 5 years, control of population emphasised.*
5. **The Progress of the Plan**—*The Planning Commission publishes progress reports upto March 1954, good progress in agriculture, industry, education and health, response to loans good, rate of expenditure low, States are lagging behind, deficit financing will be necessary.*
6. **Critical Estimate**—*The defects are unreliability of estimates, danger of inflation, lack of incentive for private sector, neglect of population problem, long-period bias, absence of proper distributive arrangement, incapabilities of the administration.*

7. **Conclusion**—*Not much confidence is created, progress is good, inflationary fears have receded, the plan may not be fully implemented in five year's time.*

Need for Planning.

Economic planning has become almost a catchword in the modern world. It will probably not be wrong to say that nothing has captured the imagination of the people in the twentieth century so much as the idea of planning. Planning may be defined as the deliberate and purposive direction of policies and actions with a view to achieving a predetermined object. The essence of economic planning lies in a deliberate systematic direction and utilisation of the economic resources of a country for the purpose of achieving certain targets already set. Planning, in general, is comprehensive and multi-sided in nature. All the various aspects of economic life, and possibly of social life as well, are tackled simultaneously for the purpose of attempting a coordinated and integrated development.

Basically, the idea of planning is quite old, and has prevaded every activity of mankind form times immemorial. But, in economic matters, the concept of planning developed in the twentieth century. The October Revolution of Russia which enabled the establishment of a socialistic regime in the Soviet Union may be described as the major event in the evolution of planning. The first practical approach to the problem of planning was made in Russia with the preparation and implementation of the Gosplan—a Five-Year Plan of economic development. For a pretty long period of time, the capitalist world waivered and hesitated to accept planning as a creed of economic policy, more particularly as it smelled of socialism and all that it stands for. But the success of Russian plans silenced the critics to a very great extent. Simultaneously, the development of capitalism itself created the problem of economic crises which became more and more frequent and acute as the time went by. These crises baffled the capitalist world and compelled it to accept Government interference in econonomic life as a curative measure. More particularly, the Great Depression of 1929 emphasised the urgency of the situation and the necessity of planning programmes to remedy the situation. In the

post-depression era, the New Deal in U.S.A. and the Blum Experiment in France marked the beginning of a new chapter in the history of Planning. Consequently, every country has taken in hand some sort of economic plan.

The need for the planning of economic life has particular importance in India. Ours is an unbalanced economy. The degree of utilisation of the economic resources and the development of productive and distributive services in the different regions of the country differ widely. Then again, the economy is lop-sided, being too much dependent upon agriculture. Even agriculture is in a bad way. It is not capable of satisfying the primary needs of food and raw materials even for the undeveloped industries of the country. There is need for planning in the agricultural industry itself, while the need for establishing a proper balance between the agricultural and manufacturing industries cannot be over-emphasised.

Besides, the levels of income in India are very low. Dr. Rao has estimated that in 1931-32 the annual *per capita* income in India stood at Rs. 65/- as against Rs. 1,046 in U.S.A. and Rs. 980 in the United Kingdoms. The National Income Enquiry Committee of 1950 has estimated it at Rs. 255/- which shows a considerable improvement but only so far as the money value is concerned. The price increase has been much greater than increase in the rate of national income, and actually the real *per capita* income has declined. Levels of consumption are very low. The reason for this is a low productivity combined with a highly inequitable distribution of income.

Poverty continues to increase in the country along with the increase of the population. Yet at the same time, ecomomic resources remain unexploited. We are poor even when vast possibilities of development exist in the country. Experience has shown that the normal technique of price incentive is not sufficient to bring about the desired utilisation of resources. Economic planning is needed for the effective and proper utilisation of such abundant natural resources.

Lastly, the backwardness of our economy is really a great hinderance in the way of our social, moral,

cultural and political progress. Every modern war is economic in origin. It is always the case of a developed country trying to exploit an undeveloped country or the developed countries fighting each other for the purpose of getting the license for exploiting a weaker nation. Economic planning is needed to raise the economic, political and military strength of the country, to remove the possibilities of exploitation by others and to act as the promoter of international peace by making the voice of the country felt in international affairs.

Development of the Idea of Planning.

As pointed out before,it was the socialist countries which started the work of planning first. It was only after 1930 that the capitalist countries became planning conscious. The presence of foreign rule in India, for a considerably long period of time, did not let the concept of economic planning develope properly. The Britishers, however, took to war-time planning partly for the purpose of successful prosecution of the war and partly for the purpose of ameliorating the hardships of the people created by the war-time tightening of economic life.

The Bombay Planners made the first serious attempt in this direction by publishing the blueprint of a comprehensive plan of economic development. The Bombay Plan was published in 1943. It was a 15 year Plan divided into 3 stages of five years each. The object was to plan for a two-fold increase of *per capita* income during the course of 15 years. This was to be achieved by an overall 3 fold increase of production, allowing for the increase of population during the planning period. The total expenditure envisaged was Rs. 10,000/- crores distributed over industry, agriculture, communications, education, health, housing, and other miscellaneous activities.

After the publication of the Bombay Plan, plan after plan followed in quick succession. There was the People's Plan prepared by Mr. M. N. Roy involving an expenditure of 15,000 crores of rupees over a period of ten years. It was, however, claimed that with an initial expenditure of Rs. 1,600 crores the plan could finance itself.

Similarly the Gandhian plan was prepared by Prof. Agarwal. It involved a total outlay of Rs. 3,500 crores spread over a period of ten years. It gave greater emphasis to cottage and small-scale industries on the Gandhian lines. This plethra of planning literature continued to pour in endlessly and a number of new plans were issued including those by the National Planning Committee of the All India Congress Committee. All these plans, however, were devoid of any official authority behind them and some of them were purely utopian.

The first major step in economic planning in India was the estalishment of the Advisory Planning Board in 1947. The Board recommended the planning of multipurpose River Development Schemes for the expansion of irrigation and electric power. Certain important recommendations regarding industries and the coordination of efforts were also made. It now became clear to the Government that paper plans were not going to serve any useful purpose. Internally in India, hardship of the population had tremendously increased as a result of the scarcity of commodities and the inflationary pressure. In December 1949, a Planning Commission was appointed under the Presidentship of Mr. Nehru. It was emphasised at the very outset that the Commission should prepare a plan on all-India basis, and that the cooperation of the people should be made a part of planned development to ensure its success. The terms of reference of the Commission were defined as below :-

1. Assessment of the capital and human resources and their potentialities,
2. Formulation of a plan for the effective and balanced utilisation of such resources,
3. Defining of the stages of planning and of the allocation of resources accordingly,
4. Determination of the nature of the machinery for each stage of the plan,
5. Appraisal of the progress in each stage during the process of implementation and recommending necessary adjustments thereto, and

6. Tendering advice to the Central and State Governments on matters referred to the Commission.

The Five-Year Plan in Brief.

After completing its work the Planning Commission published in July 1951 the draft of a Five-Year Plan. The Commission made a very cautious approach to the problem of planning and prepared the scheme in consultation with the Central and State Governments, the representatives of industry and labour, with the help of information from trade organisation and on the basis of suggestions from all possible sources in the country. The Draft Outline was circulated for eliciting public opinion and for inviting suggestions. It was thoroughly debated upon by the both houses of Parliament. The original expenditure proposed was Rs. 1,793 crores spread over a period of 5 years between 1951-52 and 1955-56. Subsequently, the Plan was revised in 1952 and the total expenditure was increased to Rs. 2,069 crores. Changes were also made in respect of many of the items embodied in the Plan. The Plan has been revised once again and in March 1953 Rs. 180 crores were added to the total expenditure, so that the total outlay now stands at Rs. 2,249 crores. The mandate given to the Planning Commission by the Indian Parliament was that the Commission would direct its policy towards securing :-

1. "That the citizens men and women equally have the right to an adequate means of livelihood ;
2. That the ownership and the control of material resources is so distributed as to be the best to subserve the common good; and.
3. That the operation of the economic system does not result in the concentration of wealth and means of productions to the common detriment."

The order of Priorities.

In every plan some order of priority is always laid down. Priorities in a plan mean the importance attached to the development of various items included and the order in which these items will be taken up. From this point of view, no clear-cut order has been specifically mentioned in the Five-Year Plan. However, top priority has been given to agriculture,

In addition, five major items have been listed for particular development. The Planning Commission has emphasized that the country possesses only meagre resources. Reliance on private enterprise cannot be dispensed with. At the same time, the inflationary pressure of the post-war period has to be relieved. The five items listed are as below:-

1. Completing of the programmes started by the National Government and the old British regime before the publication of the Draft Plan. They include Refugee Relief and Rehabilitation, the Development and River-Valley Schemes already in the process of execution and plans relating to the development of fisheries, forests, milk supply and ports.

2. Development of industries which supply the needs of agriculture, irrigation and power so that the production of food-grains and raw materials may be increased in a short period of time.

3. For implementing those schemes which are essential to develop the material and technical resources for the purpose of expanding employment and production in consumer goods industries.

4. Expanding the capacity of the basic and key industries like pig-iron, steel and heavy chemicals.

5. Removal of the drawbacks of exiting structure through the expansion of administrative and social services and through the development of backward States.

The Problem of Finances.

The development programme has been divided into two distinct sectors—the public and the private. Regarding the private sector, the planning Commission has laid down certain basic principles of policies. The budget of financial resources has been drawn only in respect of the public sector. The total expenditure is spread over a period of five years. As given in the revised plan of 1952, the expenditure is distributed over the various items in the manner given below:–

(In crores of rupees)

Item	Total Expenditure	Percentage of the total
1. Agriculture and Community Development.	360·43	17·4
2. Irrigation & Power.	561·41	27·2
3. Transport & Communications	497·10	14·0
4. Industry.	173·04	8·4
5. Social Services.	339·81	16 4
6. Rehabilitation.	85·00	4·1
7. Miscellaneous.	51·99	2·5
Total	2,069·78	100·0

In March 1953, additional expenditure of Rs. 180 crores was proposed for the purpose of unemployment relief, and it is in this way that the total outlay of Rs. 2,249 is made up. Nearly half the expenditure is earmarked for agriculture, irrigation and power development. A specific provision of Rs. 90 crores has been made for the Community Development Projects, and actually on the 55 Community projects started on 2nd October 1952, the total expenditure allocated was Rs. 38·38 crores. Subsequently, more expenditure has been sanctioned for new Community Development Projects. The expenditure on the second item relates to the financial provision for the River-Valley Projects already in the process of execution and such new projects as will be undertaken upto March 1956. It is visualised that at the end of the plan some of the River-Valley Projects will remain incomplete and additional allocations will have to be made for their completion. Regarding item No. 3, expenditure will be incurred on the National Highways, Ports, and Shipping. No provision has been made for the constructions of new railways during the plan period, but improvement will be made in the existing services. Item No.4, relates only to direct expenditure on industries, because industrial development has been left over to the private sector. The expenditure on industries will be confined to basic and key industries and to financial assistance to some industries in the private sector. Item No.4 makes provision for services like Education, Health and Sanitation and Civic

amenities.

The total expenditure will be shared by the Centre and the States in the manner given below:–

(In crores of rupees.)

Union Government	1,240.5
Part 'A' States.	610.1
Part 'B' ,,	173.2
Part 'C' ,,	31.9

The Financial Resources—

The Planning Commission has made a very realistic assessment of the financial sources inside the country and such foreign aids and foreign loans as can be visualised. It has been realised that the total amount obtained from all the sources may not be adequate to support the development plan. For such a case provision has been made for postponing the implementation of some of the items. Technically speaking, the plan is not dependent upon foreign aid. All that has been emphasised is that, if such aid is not forthcoming, some parts of the plan will not be implemented.

The sources of finance and their relative contribution are indicated in the table below:–

(In crores of rupees.)

Item.	Revised Plan.		
	Centre.	States.	Total.
Public Savings:			
(i) From current revenues	160	408	568
(ii) From Railway surplus	170	—	170
Private Savings:			
(i) Public loans	36	79	115
(ii) Small savings, and unfunded debts	270	—	270
(iii) Others	90	45	135
Total	726	532	1,258
Foreign Aid.			156
Deficit financing.			290
Uncovered.			365
Grand Total			2,069

The above table indicates that the plan is more or less independent of foreign aid. The estimate of Rs. 156 crores of foreign aid has been made on the basis of actual rate of aid forthcoming. Regarding the provision of Rs. 290 crores which has been shown under deficit financing, the equivalent amount will be obtained from releases from our sterling balances during the course of five years. The uncovered portion of Rs.365 crores is not material for the success of the plan. In fact, it has been estimated that during the plan preiod more will be coming forth in the form of public borrowings and from the small savings schemes. The addition of Rs. 180 crores subsequently, has, however, added to the problem. An analysis of the proposed expenditure will show that out of the total expenditure of Rs. 2,069 crores on the public sector as much as Rs. 1,600 to 1,700 crores is capital expenditure. If to this the capital expenditure in the private sector is also added, the total expenditure will be in the neighbourhood of Rs. 2,800 crores. Including also the releases from the sterling balances and foreign aid, the total expenditure actually amounts to nearly Rs. 3,250 crores.

Analysis of the Plan Items.

The plan has given top priority to agriculture. At least 35 per cent of the expenditure is, directly or indirectly, proposed for agriculture and irrigation. But the targets for agriculture production are very modest. The plan is not very revolutionary and promises very little by way of increased agricultural production. It has been laid down that, in five years' time, food production will increase by 7·6 million tons, jute production by 2·09 million tons, cotton 1·25 million tons, oil seeds ·4 million tons, and sugar ·6 million tons. Provision has been made for additional irrigation to about 7·8 million acres through major irrigation works and to about 7·0 million acres through minor irrigation works. The Commission estimated an increase of 26·0 million in the population in five years' time. It has been visualised that the increase in food production coupled with the normal exports will increase the levels of food consumption by nearly 6 percent over the 1950—51 level.

The place of Industry—

Industrial development has been left primarily to the private sector. Low capital expenditure on industry has, therefore, been provided. The Commission has concentrated on the already developed or the developing units. The aims of industrial development and industrial planning have been defined. They are : (i) Production of industrial goods to cater to the needs of agriculture, irrigation, and power development ; (ii) Fuller utilization of the capacity of the consumer goods industries ; (iii) Expanding the capacities of basic industry ; (iv) Completion of such industrial units as have already been started such as the Sindri Fertilizer Factory, the Dry Core Cable Factory, Chitranjan Locomotive Works and the Telephone Factory ; and (v) Rationalization of the existing industries.

Leaving the industry to the private sector does not, of course, mean that the Commission will do nothing about the private sector. It has been clearly realised that, left to itself, the private enterprise will not carry out necessary improvement and expansion. The Commission has recommended the enactment of the Industries Development and Control Act. It is designed to remove some of the defects of the existing industrial pattern such as the use of absolete machinery and plants, uneconomic units, lack of standardisation of products, mal-practices of the managing agents, shortage of raw materials and the labour capital conflicts. An order of prority has been laid down for the development of the various types of industries. Defence industries, producer goods or capital goods industries and the consumer goods industries come one after the other in order of priority. Only the defence and key industries have been included in the Public Sector. Others will be the sole responsibility of the private sector. More emphasis has naturally been given to the development of basic industries.

Development of power has been conceived of as a part of a multi-purpose scheme of power-cum-irrigation expansion. The proposed expenditure of Rs. 561 crores is estimated to increase electric power by 1·2 million kilowatts. Most of the projects included in the power development programme are those on which the work had been started earlier.

Population Planning—

Population planning is probably the most unsatisfactory part of the Five-Year Plan. The Commission has started on the basis of on an average increase of population of 1·46 per cent per year. This rate is higher than the one disclosed by the last census. A higher rate has been assumed after allowing for the development of health services, control of epidemics and the reduced intensity of food and flood famines. Three recommendations have been made in connection with population and family planning. They are :

1. That the State should provide facilities for sterlization and should give advice on contraceptives and other birth-control devices on medical grounds;
2. That such help and advice should not be withheld from those who need it on social and economic grounds ; and
3. That research and information centres should be organised and financed by the State Governments.

The Commission has emphasised the necessity of spreading information and knowledge of birth-control devices to the rural areas. It has also recommended intensive propaganda in this connection. Suggestions have been given for providing financial assistance to private organisations interested in social welfare works. The need for improving the health of the youth has also been emphasised. The question of population control has not, however, been treated properly. The whole approach is suggestive rather than practical.

The Progress of the Plan.

At the end of September 1954, the Planning Commission has published a report on the progress of the Plan during the first three years ending with March 1954. The progress has been acclaimed as highly satisfactory. Mr. Nanda, the Planning Minister, while presenting the progress report to the Lok Sabha remarked that the progress has been a picture of added strength and stability which is satisfactory in itself and augurs well for the future." In the agricultural sector all round progress has been claimed except in the production of jute and sugar. The Plan targets of food production have been

exceeded by 3·8 million tons during the first three years of the Plan period. In respect of cotton, 80 per cent of the targets have been acheived and in oil-seeds the targets have been very nearly reached. In jute and sugar, on the other hand, production in 1953-54 has fallen below that of the year 1950-51.

During this period, 7·1 million acres of land have been provided with additional irrigation facilities as against the five year target of 11·2 million acres. Additional power generated upto March 1954, was 4·5 lakh kilowatts against the target of 12 lakh kilowatts. In August 1954, the Bhakra Nagal Project has been completed and also the Bhavani Project.

Industrial production has shown very good improvement. The index of industrial production on the base of 1946 was 105 in 1950. It rose to 140 in May 1954. Substantial progress has been acheived in cotton yarn and cotton cloth production. The iron and steel, cement, fertilizers, locomotives, bicycles, shipping, salt, power-alcohol and sewing machines industries have all registered progress.

Improvement has taken place in the health and educational services. 63 million people have been protected from Malaria. There has been an addition of 16 sanatoria, 25 hospitals, 54 clinics and 24 wards for the treatment of tuberculosis upto June 1954. The various States have started 20 hospitals, 152 urban dispensaries, 209 rural dispensaries and 228 *Ayurvedic* dispensaries. Upto the end of March 1954, 28,880 rural school teachers and 1,808 social education workers have been appointed under the emergency schemes initiated by the Central Government in August 1953 to relieve unemployment amongst the educated classes.

The private sector has not lagged behind. During the period 1951-54 the total investment, in new industrial units and in extensions to existing units in the private and public industrial sectors are estimated at Rs. 125·54 crores against the target of Rs. 327 crores anticipated in the Five-Year Plan.

It was decided to increase the total expenditure on the plan by Rs. 180 crores in March, 1953. Of the total amount of Rs. 2,249 crores, the expenditure in the first

three years amounts only to Rs. 885 crores or 40 per-cent of the total. This is partly due to the low rate of expenditure during the first two years. It was, however, speeded up in 1953-54, the actual expenditure of the Centre being Rs. 188 crores and of the states Rs. 168 crores. The proposed expenditure for the current year is Rs. 572 crores, the Centre's share being Rs. 356 crores and the state's share Rs. 216 crores. This shows an increase of Rs 215 crores over the expenditure of 1953-54, an increase of 60%.

The inflationery situation has been considerably eased. The all India cost of living index (base year 1949) has fallen to 104 in March 1954. The budgetary resources of the Centre and States taken together work out only at Rs. 536 crores in the first three years as against the target of Rs. 1,285 crores. In this matter, the States are very much behind. The States have been able to find only Rs. 160 crores in the first three years against the Five-Year target of Rs. 410 crores. The heartening sign, however, is that there has been a fairly good response to the public loan schemes. The Planning Commission, however, estimates that even after allowing for increase from the yields of various sources there will be need for deficit financing to the tune of about Rs. 250 crorer. One of the major items of loss has been the railways. As against the estimated surplus of Rs. 20 crores per year they have shown a deficit of the same amount.

Critical Estimate.

From the very time of its publication, the Five-Year Plan has come to a very great deal of criticism. It is said that the Plan offers very little consolation to the enthusiasts of planning. Mr.A.D. Gorwala had remarked at the very outset that it was no use calling a cottage by a dignified name of a palace. It can do positive harm because the actual sight of the spectacle will disappoint every onlooker. The Planning Commission , like the authors of previous plans have used very high-sounding words in connection with the objectives of the plan. In actual practice, the aim is very modest and does not go beyond a mere stabilisation of the economy at the pre-war level and at keeping the already

started development projects running.

Doubts are often cast about the varacity of estimates compiled. While it is really commendable that the agricultural targets have been over-fulfilled much before time, it is a pointer in a different direction also. At any rate, this much is certain that expansion of production has not proceeded according to Plan. In the absence of reliable official statistics and the uncertainty of monsoon conditions in India, estimates may err on either side. But in planning error on any side makes the whole scheme unrealistic. Some people may doubt the validity of this argument, but the working of the economic controls in the war periods has demonstrated the folly of putting too much reliance on the official statistics. There is no denying the fact that there has been an over-all improvement in the infaltionary situation. But one of the reasons for it has been the slow rate of expenditure during the three-year period. The Planning Commission has itself put the extent of deficit financing at Rs 250 crores. Non-official estimates put it much higher. Dr.Rao estimates it at over Rs 600 crores. This deficit financing, coupled with the speeding up of expenditure during the last two years, may arouse the old monster of inflation once again.

The lack of incentive for the private sector is yet another defect of the plan. Nowhere has it been clarified as to how the private sector is to work according to the proposed plan. Even the small palliatives suggested seem difficult of implementation. Rationalization is being opposed not only by the vested interests in industry but also by the worker's organizations through-out the country. The cessation of the Korean War boom has tended to depress prices in India. This has created a potential danger for deflationery trends, unemployment and low profits.

The problem of population planning has been given a step-motherly treatment by the Planning Commission. Barring a few general observations and suggestions, the Planning Commission has put forward no concrete proposals for one of the most pressing problems of the country. The Indian Census Commissioner has already warned us that we should not be too optimi-

stic of the increase of our agricultural production. The targets are not enough. Unless positive steps are taken to arrest the growth of population, increased agricultural production may not lead to any appreciable improverment in the levels of consumption.

The Plan has a long-period bias. It does not emphasise the value of projects yielding quick results. It is true that planning without tears is an impossibiltty but it does not mean that the amount of tears cannot be reduced. At the present juncture, India needs quickly maturing projects side by side with the development of the industries of the basic type.

One of the most glaring defects of our Five-Year Plan is the neglect of a distributive machinery, the Planning Commission seems to have taken it for granted that the existing pattern of income distribution is quite appropriate. The Commission has been deceived by the fact that since agriculture, irrigation and public operation of industries have been given priorities,the major portion of the extra income created will go to the poorer sections of the population. Experience, however, belies the truth of this assertion.

From a practical point of view, the whole administration of Five–Year Plan presents a very sorry spectacle. The present Administration is simply incapable of undertaking the plan work. Not only has it failed to tap properly the various sources of income, but it has even failed to spend wisely and at the rate visualised in the plan. It is open to question whether the administration is really serious about the whole affair and whether it is capable of enlisting the requisite amount of sympathy and cooperation from the general public.

The Conclusion.

The Five-Year Plan, in general, disappointed the enthusiasts of planning in India. It is often pointed out that the social and economic systems are like human organism, and are subject to certain clearly well-defined laws in the matter of progress. The great socialist writer Lenin has spoken of the laws of the motion of human society. For the success of any plan adherance to these laws is considered essential. The whole idea of

planning is of coordinated and integrated growth. It is doubtful whether the Indian Planning Commission has taken this fact into consideration. Not much confidence is, therefore, created by the grand efforts of the Indian Planning Commission. Somehow there is a feeling that the mysticism and sentimentalism of the Indian character manages to find its place even in the Five-Year Plan.

There is no denying the fact that good progress has been made in the first three years of planning. The inflationery pressure has receded into the background, more particularly after the end of the Korean war. But it is doubtful whether the monster of inflation has been buried for ever. The proposed deficit financing coupled with the uncertainty of international situation may again revive the phenomenon of runway prices. At the same time, we should not be too optimistic about the rate of progress achieved. In the absence of proper population control, a distinct possibility exists about population outstripping the means of subsistence.

One of the greatest defect of our plan is that the administration is hardly suitable for its implementation. It has its own beaurucratic ways of doing things. Snags and delays are a regular feature of this administration. At present the possibilities are that either the plan will not be fully implemented within the prescribed period of time or through a miracle the adminstration will have to undergo a change over-night. It is really a very serious reflection upon our way of doing things that whereas in a backward countny like China we always hear of over-fulfilment of the planned targets, much ahead of the time, we do not seem capable of even fulfilling, the modest targets of Five-Year Plan, according to schedule. The danger is not that such a situation will delay our development process but the fear is that it may nip the whole enthuiasm and urge for planning in the bud.

Studies Suggested:—

1. The Draft Five-Year Plan.
2. Planning for Plenty : S. Chowdhry.

3. A Digest of all Plans : Prof. Dantwala.
4. The Grave-Yard of all Plans : Lalwani.
5. A critique of the Five-Year Plan: Lalwani.
6. The Memorandum of the Federation of Indian Chamber of Commerce and Industry to the Planning Commission.
7. The Progress Reports of the Five-Year Plan.

SERIES INCLUDES :

1. Community Development Project in India.
2. The Problem of Unemployment in India.
3. The Five-year Plan in India.
4. The Population Problem in India.
5. The Cottage and Small-scale Industries in I
6. The Problem of Rural Finance.
7. The Trade Union Movement in India.
8. The Suitability of Cooperative Farming in
9. The Problem of Industrial Finance in India
10. Civil Aviation in India.
11. Transport Coordination in India.
12. The Fiscal Policy of the Government of In
13. The Problem of Labour Welfare in India.
14. Foreign Capital in India Economy.
15. The Colombo Plan.
16. The Bhoodan Yagya--Its Social and Implications.
17. The Nationalisation of Air Transport.
18. Cotton Textile Industry in India.
19. The Problem of Land Reforms in India.
20. The Iron and Steel Industry in India.
21. The Indian Sugar Industry.
22. The Problem of Rationalisation.
23. The Estate Duties in India.
24. The Regrouping of Indian Railways.
25. The Problem of Social Security in India.
26. The River-valley Projects in India.
27. The Recent Trends in Cooperation in Ind
28. The Problems of Jute Industry in India.
29. The Problem of Industrial Peace.
30. Agricultural Marketting in India.
31. सामुदायिक विकास योजनाएँ